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1979

# ANNUAL REPORT

Parks Division

Montana Department of  
Fish and Game

1982  
February 1, 1979

HARRY BOZEMAN

DAVID L. BOZEMAN

1. STOP

For 1977-1978 Fiscal Year  
Ending June 30, 1978





ANNUAL REPORT

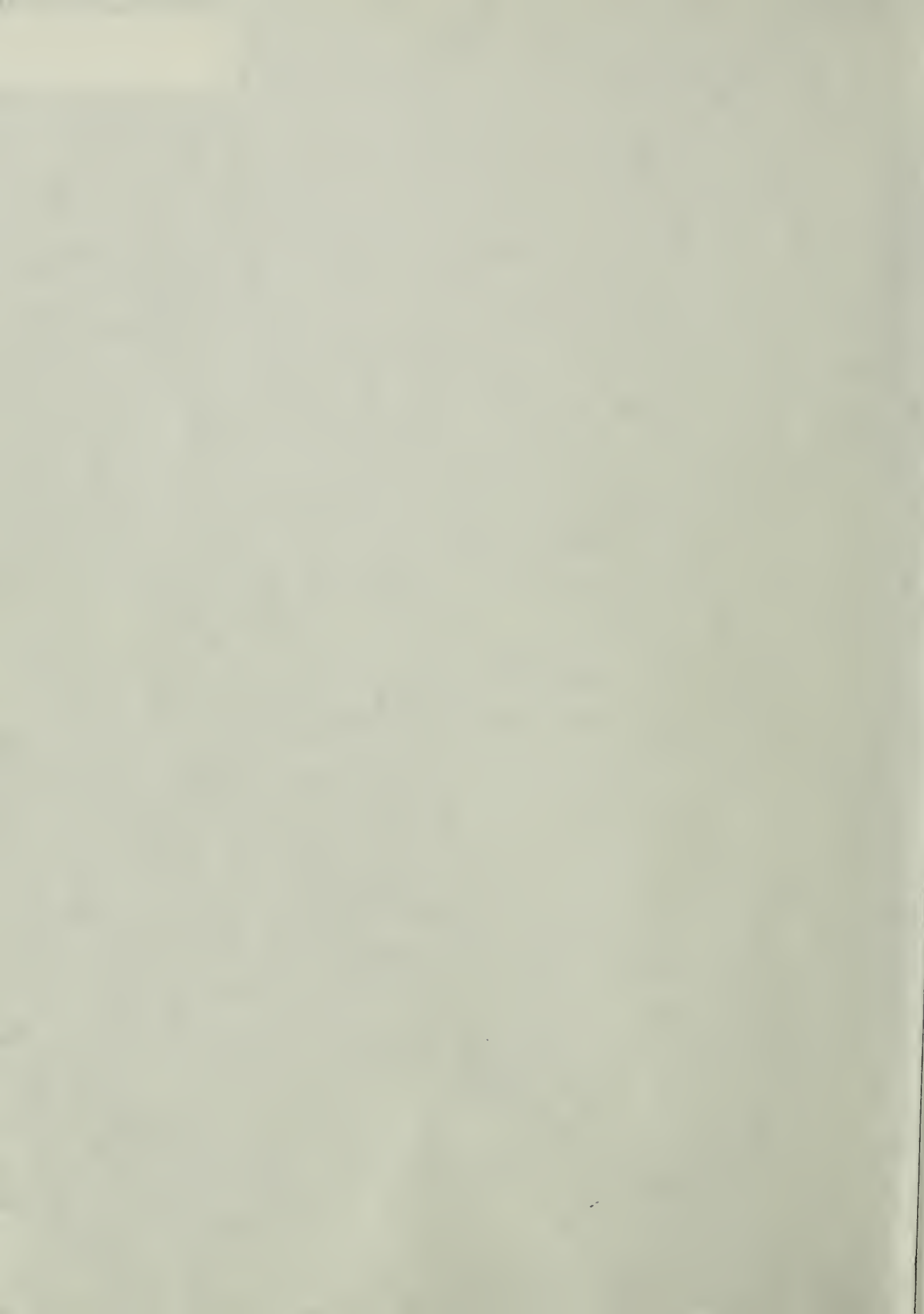
For 1977-1978 Fiscal Year ending June 30, 1978

PARKS DIVISION

Montana Department of Fish & Game

Compiled By  
David G. Conklin  
State Planner

February 1, 1979



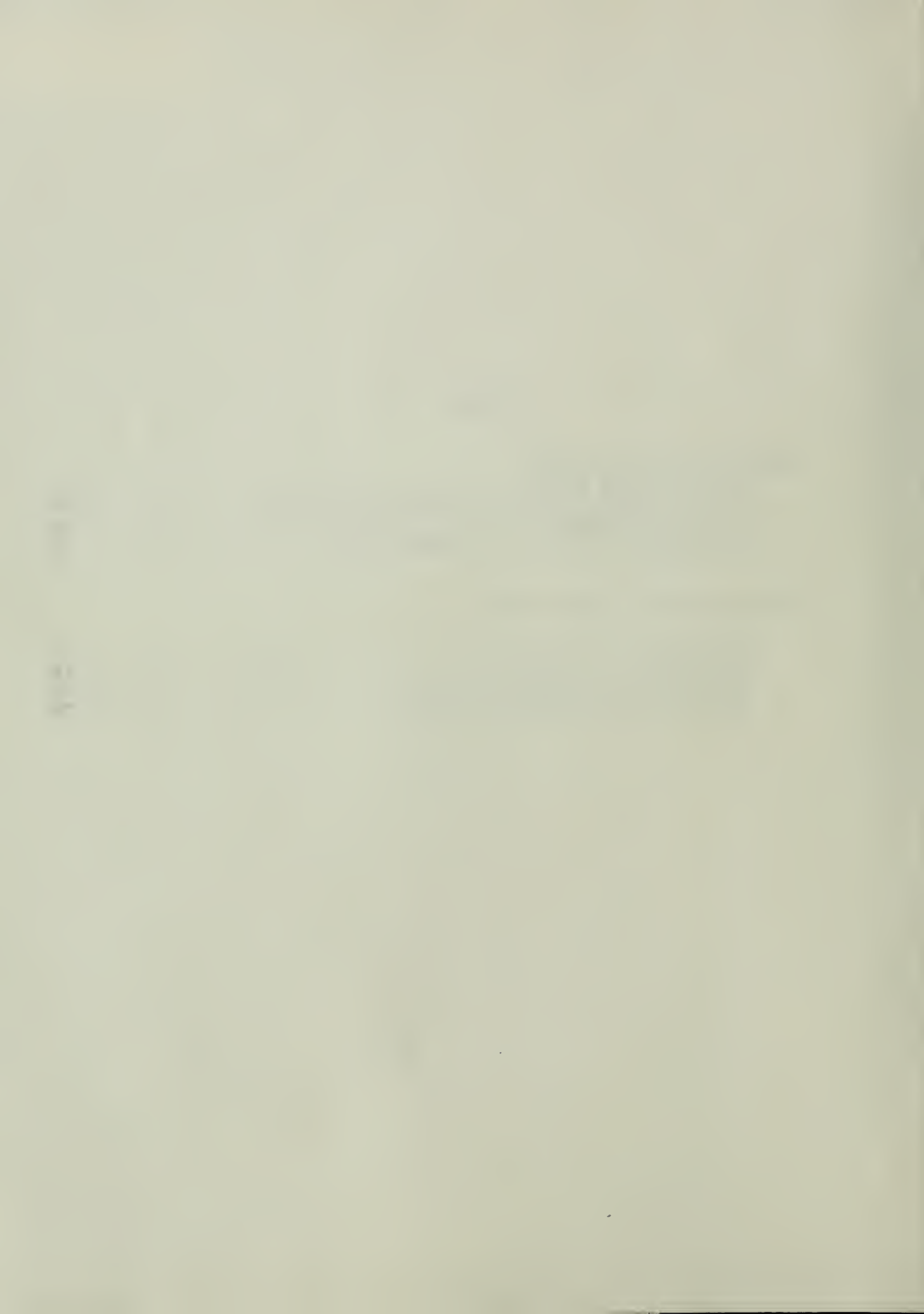
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## ANNUAL REPORT

For 1977-1978 Fiscal Year

### PARKS DIVISION

February 1, 1979

This annual report to the public describes the responsibilities and activities of the Parks Division during the fiscal year beginning July 1, 1977, and ending June 30, 1978. While this report is organized on a fiscal year basis, certain facts and figures are also given for the previous calendar year where it is more meaningful to do so.

#### Roles and Responsibilities

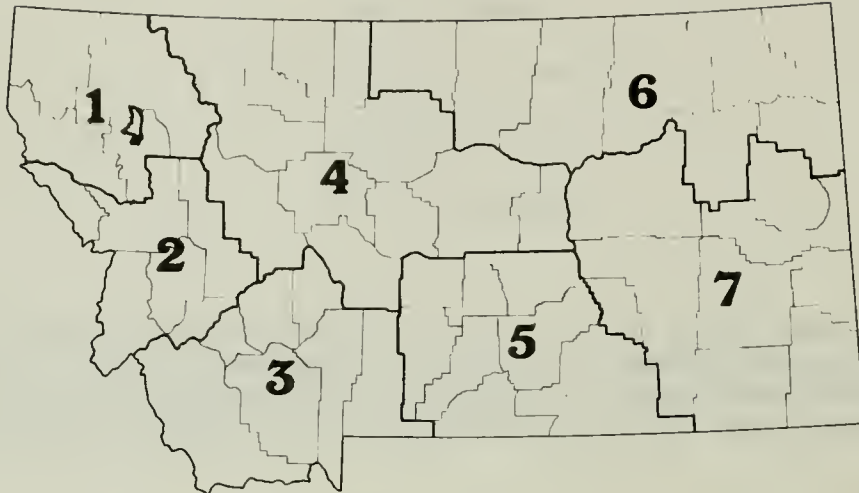
The Department of Fish and Game is mandated by law to conserve Montana's scenic, historic, archeologic, scientific and recreational resources for the use and enjoyment of the people. The Parks Division operation of state parks, recreational areas, monuments, fishing access sites and recreational waterways, roads and trails fulfills that responsibility. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving resources if they cannot be used and enjoyed by people but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance and coordination with other agencies, must be carefully balanced to produce the end product--resources of value to present and future generations.

Last year we estimated that the state park system handled well over two million visits, hopefully providing many memorable and pleasureable recreational experiences. The Parks Division also administers the federal Land and Water Conservation Fund in Montana and is responsible for snowmobile recreation management.

#### The State Park System

The Montana state park system emerged as a result of concern with the benefits of tourism with major impetus being provided by federal encouragement through the Civilian Conservation Corps in the 1930's and the Land and Water Conservation Fund (LWCF) in the 1960's and 1970's. While making Montana's natural resources available to tourists remains an objective in the management of the park system, recent years have witnessed a shift in emphasis, stimulated largely by urbanization and greater environmental appreciation, toward a park system viewed as a social service institution necessary to the maintenance of a high quality daily life for Montanans.

# Regional Offices



## STATE HEADQUARTERS

Helena  
1420 East Sixth Ave.  
449-2535 (switchboard)

## REGIONAL OFFICES

*Region 1*  
Kalispell  
490 N. Meridian Road  
755-5505

*Region 2*  
Missoula  
3309 Brooks  
549-1496

*Region 3*  
Bozeman  
Route 3, Box 274  
586-5419

*Region 4*  
Great Falls  
Route 4, Box 243  
454-3441

*Region 5*  
Billings  
1125 Lake Elmo Drive  
252-4654

*Region 6*  
Glasgow  
Route 1-210  
228-9347

*Region 7*  
Miles City  
Box 430  
232-4365

Visitation -- Last year as in previous years, state park facilities and personnel served more people than ever before. The figures below are only estimates as we do not have a comprehensive visitor counting system. However, actual visitor counts at selected sites and an analysis of overall trends allow us to estimate fairly accurately we believe, total annual park system visitation. The following assumptions have also been made based on the analysis above: each visit results in approximately 4 recreation activity occasions; overnight visits accounted for approximately 25 percent of the total visitation. Visitation totals for the park system and selected sites are listed below:

### Montana State Park System Visitation

Calendar year 1977	2,192,045 visits	8,768,182 recreation occasions
Calendar year 1978	2,475,448 visits	9,901,792 recreation occasions



Lewis & Clark Caverns Tours

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>Sept.</u>	<u>Total</u>
Calendar year 1977	6,314	13,584	26,554	22,959	5,705	75,310
Calendar year 1978	5,078	12,160	22,459	19,134	5,053	63,884

Chief Plenty Coups Museum

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>Sept.</u>	<u>Total</u>
Calendar year 1977	200	678	1,279	739	378	3,134
Calendar year 1978	202	363	551	602	223	2,250

Park System Areas -- The opportunities above were provided at the following park system areas during fiscal year 1977-78:

	<u>No. as of Dec. 31, 1977</u>	<u>No. as of June 30, 1978</u>	<u>No. as of Dec. 31, 1978</u>
(SP) State Parks	9	10	10
(SRA) State Recreation Areas	58	58	58
(SM) State Monuments	13	14	16
(SRW) State Recreational Waterways	5*	5*	5*
(SRR) State Recreation Roads	1	1	1
(SRT) State Recreation Trails	1*	1*	1*
(FAS) State Fishing Access Sites	<u>169</u>	<u>178</u>	<u>179</u>
Total	250	261	264

\*Not added to total

During fiscal year 1977-1978 land holdings within the system increased by 965 acres with acquisition by purchases, leases, gifts and exchanges. As a result, additions were made to two existing state parks, one existing monument, one existing recreation area and one existing fishing access site. Acquisitions also resulted in one new state park, three new recreation areas, one new state monument, and thirteen new fishing access sites during the fiscal year.

The Parks Division emphasis on seeking methods for acquiring lands at less than market value has proved very beneficial in the continuing acquisition of Wild Horse Island State Park in Flathead Lake. This acquisition is being accomplished without expenditure of state funds and with half the total appraised value of \$3,500,000 being donated by the owner. The first of seven parcels that comprise Wild Horse Island was purchased this fiscal year with \$300,000 from the Land and Water Conservation Fund.

Other significant acquisitions included several key lots in the historic ghost

town of Bannack; long-needed access points to the Lower and upper Yellowstone River; the Champion International Corporation's donation of prime recreation land on Salmon and Placid Lakes in the Clearwater Valley; and the leasing of state-owned islands on both the Missouri and Yellowstone Rivers to protect recreation access.

One fishing access site on the Yellowstone River near Laurel was acquired and went through several name changes - Sportsmans Park, No Leggings and White Wolf - before becoming Buffalo Mirage. Another site, West Shore Lookout State Recreation Area, was dropped from the state park system on December 1, 1977. Acquired as a gift in 1973, this 3.5 acre tract in Flathead County was returned to the federal government for disposal as surplus property.

Also listed in the park system are five rivers designated in 1972 as components of the state recreational waterway system. They are the segments of the Yellowstone, Missouri, Flathead, and Smith rivers and Rock Creek. These waterways are not reflected in the system totals since they are not being actively managed as units and because sites within these segments are classified and totaled in other categories.

The Missouri River Recreation Road near Wolf Creek, however, is listed as one unit although it does offer recreation facilities at several locations. The Belt Creek State Recreation Trail is listed but not reflected in the totals because it lies within Sluice Boxes State Monument.



*Wild Horse Island State Park provides a home for the Rocky Mountain Bighorn Sheep*

The following acquisitions were completed between July 1, 1977, and June 30, 1978:

<u>Date</u>	<u>Name</u>	<u>County</u>	<u>Acreage</u>	<u>Cost</u>	<u>Purpose</u>
30/77	Far West FAS	Rosebud	32.82	\$50	fishing & floating
31/77	Addition to Bannack SP	Beaverhead	1 lot	\$1,500	historic preservation
16/77	Pelican FAS	Sweet Grass	121.70	\$105,000	fishing & floating
/3/77	Addition to Sluice Boxes SM	Cascade	1.17	\$1,170	parking, trailhead facilities
/2/77	Addition to Giant Springs SP	Cascade	.07	No Charge	recreation & open space
/8/77	Roche Juane SRA	Custer	1.00	\$19,600	floating, swimming, fishing
/9/77	Addition to Bannack SP	Beaverhead	1 lot	\$28,500	historic preservation
14/77	Gartside Reser- voir FAS	Richland	40.00	No Charge	fishing & swimming
21/77	Placid Lake SRA	Missoula	30.99	No Charge	boating, camping, swimming
21/77	Salmon Lake SRA	Missoula	42.14	No Charge	boating, camping, swimming
28/77	Brickyard FAS	Missoula	1.00	No Charge	floating & fishing
5/78	Chicory FAS	Park	1.71	No Charge	floating & fishing
31/78	Buffalo Mirage FAS	Yellowstone	10.00	No Charge	floating & fishing
10/78	Tongue River Reservoir FAS	Big Horn	43.11	No Charge	fish management
15/78	Wild Horse Island SP	Lake	328.77	\$300,000	hiking, nature study, sightseeing
1/78	Toston FAS	Broadwater	36.62	\$800	fishing & floating
12/78	Barbara Island FAS	Yellowstone	32.00	\$20	fishing & floating
14/78	Trish & Kentucky Islands FAS	Cascade	17.00	\$30	fishing & floating
27/78	Powder River Depot SM	Prairie	20.00	No Charge	fishing, floating, historic preservation



<u>Date</u>	<u>Name</u>	<u>County</u>	<u>Acreage</u>	<u>Cost</u>	<u>Purpose</u>
4/27/78	High Road FAS	Madison	3.00	No Charge	fishing & floating
4/20/78	Additon to Maidenrock FAS	Beaverhead	18.36	\$11,018	fishing & floating
5/ 1/78	Additon to Powder River Depot SM	Prairie	90.00	\$200	fishing,floating, historic preservation
5/ 3/78	Bass Creek FAS	Ravalli	22.50	No Charge	fishing
6/ 1/78	Addition to Bannack SP	Beaverhead	1 lot	\$1,850	historic preservation
6/12/78	Bell Crossing FAS	Ravalli	65.12	\$46,000	fishing & floating
6/29/78	Addition to Rosebud SRA	Rosebud	3.05	No Charge	fishing,floating,camping



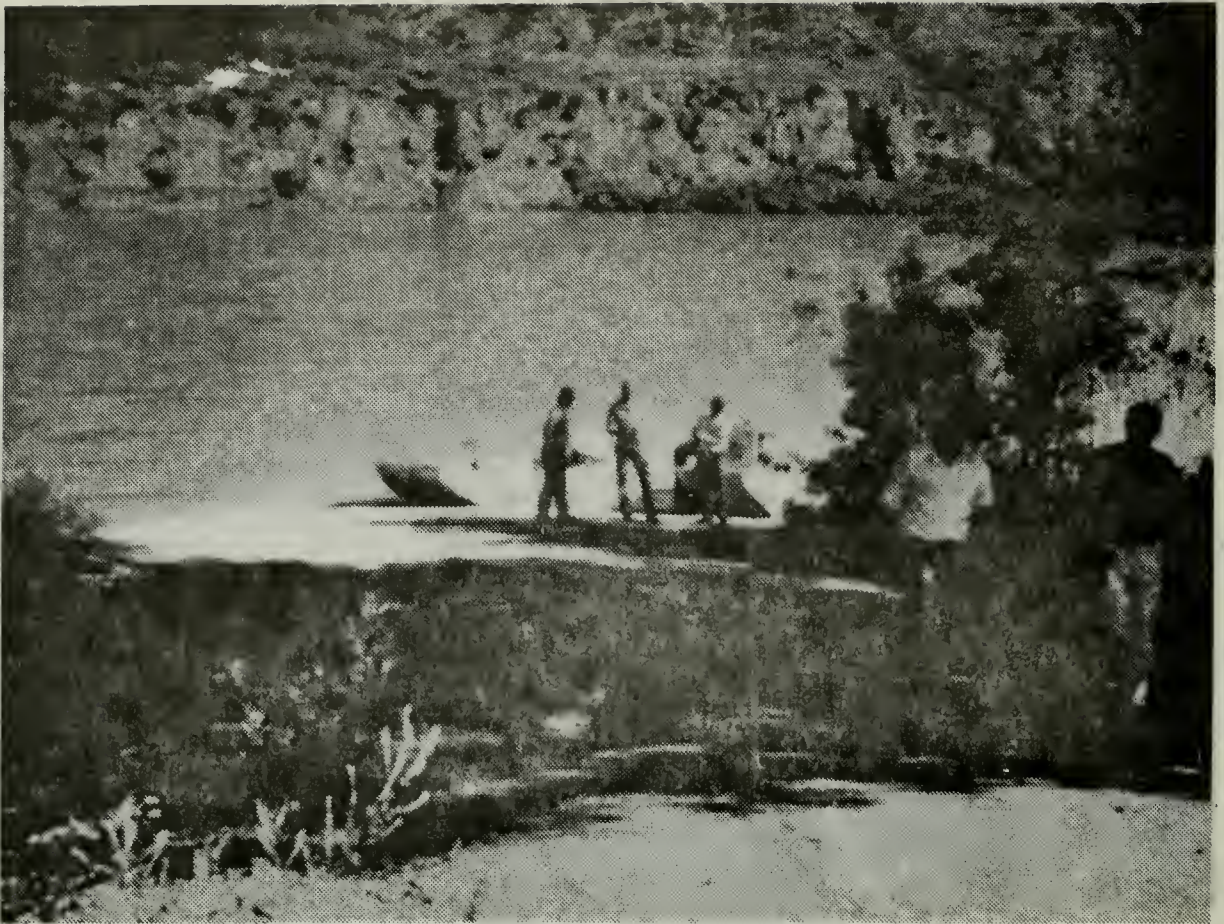
*Slim Kobold and his buffalo jump: Rosebud Battlefield.*

The Coal Tax: Helping to Provide Parks for Montana--As a result of the foresight of the 44th State Legislature, a state coal severance revenue tax was initiated. Montanans have benefitted in many ways, not the least of which has been an increase in their "recreation estate"--the state park system.

Below is a brief summary of each park system acquisition made with coal tax funds since the law became effective in 1975. Those acquisitions, although few in number, are high in significance to Montanans. They contain values which are integral to a balanced system of state parks, and only with additional sources of funds, such as the coal severance tax, can the state afford to preserve these special values for the people of Montana. Since fiscal year 1977-78 the following acquisitions have been made:

			Acreage	Cost
December, 1977	Roche Jaune State Recreation Area	Custer Co.	1.00	\$ 19,600
January, 1979	Makoshika State Park addition	Dawson Co.	650.36	143,900
June, 1978	Bannack State Park addition	Beaverhead Co.	1 lot	1,850
August, 1978	Council Grove State Monument	Missoula Co.	186	140,000
October, 1978	Rosebud Battlefield State Monument	Big Horn Co.	4,883	881,200
Totals: 5720+acres				\$1,186,550
Coal Tax Funds:				\$1,128,800
Other Matching Funds:				\$ 57,750





*Roche Jaune*

Roche Jaune State Recreation Area--This acre of land with an existing boat ramp fronting the Yellowstone River at Miles City became the first state recreation area purchased with money from the coal tax. The name Roche Jaune (pronounced row-shown) is a French word meaning yellow rock, and was used to describe the Yellowstone River as early as 1795.

Located a quarter-mile downstream from the Highway 22 Bridge in Miles City, this recreation area provides swimming, pleasure floating, water skiing, and agate hunting opportunities to an estimated 32,500 people who live within a day's travel of the site. It contains 200 feet of river frontage and was selected for acquisition because of a critical need for public river access in this area identified in a 1975 Yellowstone River recreation study. This recreation area now provides the only publicly designated recreation access to the Yellowstone River within the 110 mile stretch from Rosebud State Recreation Area at Forsyth downstream to the Fallon Bridge Fishing Access Site. A proposal for modest development of the site also using coal severance taxes is to be presented to the 46th Legislature.





*Pine-On-Rock, Makoshika*

Makoshika State Park addition--The Sioux Indians gave this area its name, "Makoshika", which means bad lands, and it lives up to its name in many spectacular ways. Today Makoshika attracts not only sightseers, campers and picnickers, but geologists, paleontologists and rockhounds as well to inspect this colorful and unusual landscape.

Towering cap rocks, concretions, clay buttes, gypsum crystals and dinosaur fossils all highlight a tour through the parks gullied bottoms, winding switchback roads, and rolling pine-clad mesas. The green of the pines and junipers contrast sharply with the pastel browns, greys, pinks and reds of the layered buttes.

The spectacular and unusual beauty of this highly fossilized area encouraged the establishment of a state park here in 1953 to protect and enjoy these features. And although a road was constructed to provide overlook and viewpoints to 56,000 acres of this unusual scenic beauty, the state park itself protected only 160 acres. For over twenty years park visitors often trespassed onto private lands when visiting most areas of the park.

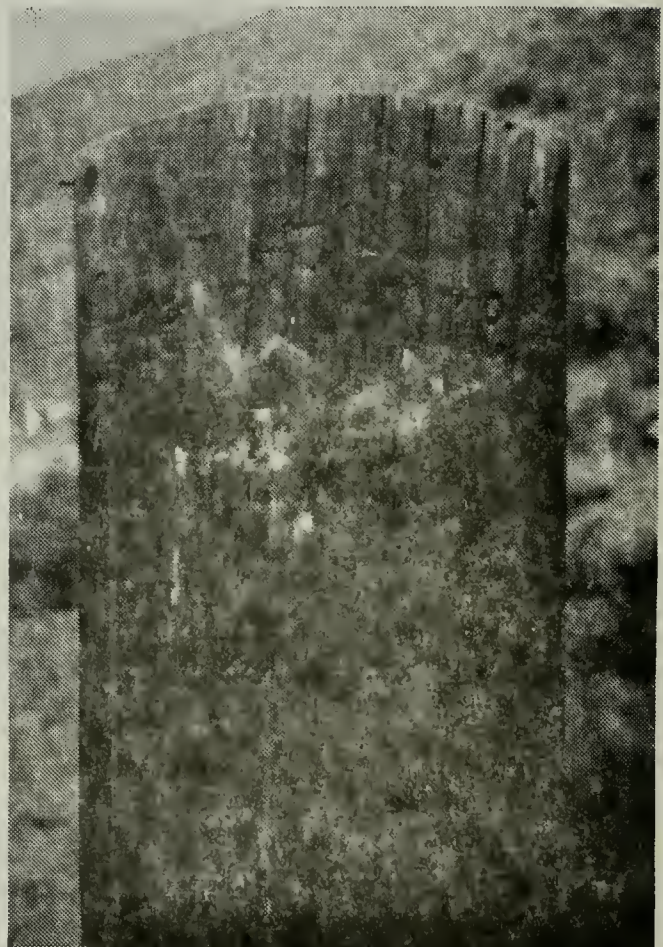
Recently, easements with various private and public owners have brought nearly 4,000 acres of Makoshika under park management, but a key section at the entrance of the park road remained in private ownership until it was offered for sale in 1978. Funds from the coal tax provided for the acquisition of this key tract, which contains the park entry road. A caretakers residence is also included on this tract and a proper park orientation area can now be planned for. Other benefits include space for a much needed group picnic area and a target range.

Bannack State Park addition--The ghost town of Bannack, Montana's first territorial capital, has the distinction of being one of the few state parks in the nation designated as a National Historic Landmark by the National Park Service. This designation is reserved for the relatively few places in the country which are of a significance in interpreting national history and which still retain their original values.

This unique ghost town preserves the gold rush, mining, political and economic atmosphere that existed when it was an 1860's boom town. And Montana plans to keep it that way.

For the past ten years, the Parks Division has worked not only to restore the few original buildings donated to the state in 1954, but also to acquire from willing sellers additional historic buildings and grounds in order to restore them to their original appearance and value. Without coal tax funds this property could have easily slipped through our fingers, as federal historic preservation funds are severely limited and requests often experience ponderous delays causing willing sellers to look elsewhere for a timely sale.

The acquisition of this lot fronting the east end of Main Street preserves another piece of our heritage in Bannack. The price of the lot was not high, but with this small investment, more of the historic integrity of Bannack is protected for the future, thus adding immeasurable value to the preservation work already accomplished.



*Monument to past violence, Bannack*





THE FLATHEAD TREATY COUNCIL, JULY 1855

Council Grove State Monument—Here on a warm July day in 1855 amidst the pine studded bottoms of the Clark Fork River, Issac Stevens held a council to induce the Flathead, Kootenai and Pend d'Oreille Indians to sign the Hellgate Treaty relinquishing their ancestral hunting grounds to the white man in exchange for a reservation to be shared amongst them in the Mission Valley. This marked the end of the Indian dominance in Western Montana, opening the land for settlement, and the beginnings of the Flathead Indian Reservation, today one of the most prosperous Indian reservations in the country.

The site of the council soon became private land, bought and sold repeatedly along with adjacent fertile bottomland for agricultural purposes. But as the years passed and the nearby Mullan Wagon Road was built and rebuilt, eventually to become a major paved highway, Council Grove remained little changed. In fact for over 120 years the name has been a major reference point for maps, charts and accounts of the Missoula Valley.

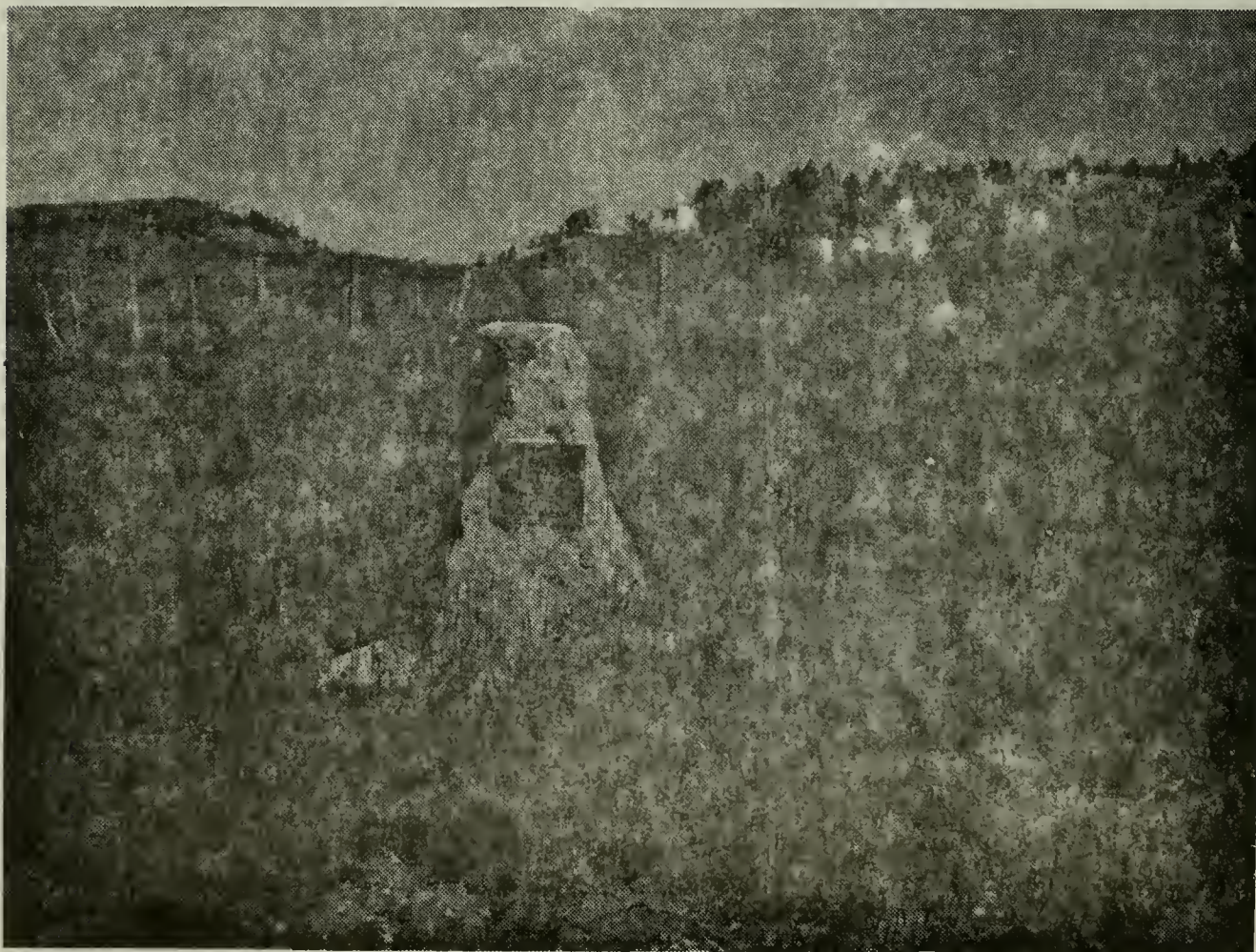
Aside from its historic significance, huge poderosa pines, shady cottonwoods, marshes, sloughs, riverfront and prairie all combine to make the area a recreationist's paradise. It is easy to see why Council Grove was chosen for such a gathering and why today this piece of Montana's natural and cultural heritage is such a welcome addition to our recreation estate.



Rosebud Battlefield State Monument--In 1867 the rolling hills and buttes along upper Rosebud Creek witnessed one of the largest, most significant and unusual Army - Indian battles ever fought on the northern Plains. Here, only eight days before the Sioux and Cheyenne annihilated Lt. Col. George Custer and his entire command, General George Crook with fifteen cavalry and five infantry companies and 250 Indian scouts held off an attack by over a thousand of the same Indians. Crook's failure to defeat these Indians, find and attack their village, and the failure of his column to remain in the field after this battle effectively doomed the military campaign of 1876 and the 225 men under Custer's command.

Over two years of negotiation finally bore fruit last October when this important historic site, listed on the National Register of Historic Places, was added to the state park system. This acquisition is the largest purchase made with coal tax funds to date.

The significance of this property lies not only with its use as a battlefield but also because of its prehistoric buffalo jump, early cattle ranching history and most recent energy development threats. The history and pre-history of the northern Great Plains are nowhere as dramatically and forcefully displayed as here, on the Rosebud Battlefield.



*Historical marker, Rosebud Battlefield*

## Land and Water Conservation Fund Administration

The Land and Water Conservation Fund is a federal grants program that provides grants to the states and their political subdivisions to assist with acquisition and development of public outdoor recreation areas and facilities. Grants may be used to fund up to fifty percent of outdoor recreation project costs.

The Department of Fish and Game was designated by law in 1965 as the state agency responsible for administration of the program. The Parks Division handles the program for the Department. In the fourteen years since the program's inception, Montana has received \$19,055,000 from the Land and Water Conservation Fund. With the fifty percent matching requirement this has resulted in excess of \$38,000,000 being expended on outdoor recreation areas and facilities in Montana as a direct result of the Land and Water Conservation Fund.

In fiscal year 1977-1978 Montana's Land and Water Conservation Fund apportionment totaled \$2,665,458. Approximately 45 percent of Montana's 1977-1978 apportionment was obligated to local projects with the remaining 55 percent obligated to projects sponsored by the State of Montana (figures 1 & 2). Generally, it is the intent of the Fish and Game Commission to achieve in the long run a fifty-fifty local/state split in apportioning Land and Water Conservation Funds. This balance is being achieved.

Figure 1. Local Projects

<u>Sponsor</u>	<u>Scope</u>	<u>LWCF Dollars</u>
Billings	park development (Edgerton Addition)	\$ 20,400.00
Billings	park acquisition - Phase III)	40,800.00
Boulder	park improvements	8,925.00
Butte	park development (Whittier Park)	91,481.25
Deer Lodge	indoor pool	306,000.00
Dutton	park improvement (city park)	7,650.00
Fallon County	Baker Lake dredging and improvement	34,868.00
Flathead County	land acquisition (near Foy Lake)	127,500.00
Gallatin County	youth camp (Hyalite Lake)	70,380.00
Gallatin Gateway	park improvements	19,422.00
Great Falls	park improvements	74,696.50
Helena	golf course (Phase III)	145,784.00
Hill County	rifle & pistol range (Rookery Rec. Area)	20,400.00
Missoula County	community park development (Ft. Msla)	51,000.00
Ryegate	multipurpose court	3,000.00
Simms	jogging track	4,800.00
Troy	city park improvement	4,450.00
Whitehall	park development	20,400.00

In addition approximately \$100,000 LWCF dollars were obligated through amendments to projects previously approved.



Figure 2. State Projects

<u>Name</u>	<u>Location</u>	<u>LWCF Dollars</u>
Wild Horse Island /A	Flathead County	306,600.00
Fairweather FAS/D	Missouri River	9,412.50
Salmon & Placid A/D	Missoula County	591,584.50
Gallatin Forks FAS/D	Gallatin River	7,925.00
Kokanee Bend /D	Flathead River	12,655.00
Teakettle FAS/D	Flathead River	9,020.00
Upper Carter's Pond /D	Fergus County	4,350.00
Poker Joe FAS/D	Ravalli County	2,012.50
Tetrault Lake	Lincoln County	5,241.50
Lower Carter's Pond	Fergus County	2,025.00
Bear Paw Reservoir	Hill County	5,354.00
Pictograph Cave SM/D	Yellowstone County	8,399.00
Sportsman's Bridge /D	Flathead River	2,867.50
Rock Creek SRA/D	McCone County	4,100.00
Varney Bridge FAS/D	Madison County	8,032.50
Maiden Rock FAS/D	Beaverhead River	5,500.00
Elk Island /D	Yellowstone River	21,330.00
Seven Sisters /D	Yellowstone River	5,761.50
Beartooth SRA/D	Cascade County	44,712.50
Bell Crossing /A	Ravalli County	23,506.00
Makoshika SP/A	Dawson County	42,106.00
Council Grove /A	Clark Fork River	59,020.00
Cooney SRA/D	Carbon County	13,115.00
Drouillard /D	Jefferson River	19,418.00
Chinaman's /D	Lewis & Clark Co.	53,903.25
Willow Creek /D	Lewis & Clark Co.	17,375.00
Martinsdale /D	Meagher & Wheatland	48,698.00
Mt. Haggin Snowmobile/D	Deer Lodge County	8,722.50
Tucker Crossing/A	Ravalli County	12,775.00
Statewide Comprehensive Outdoor Recreation Plan		74,638.93

/A - acquisition , /D - development

Old West Regional Commission -- In May, 1977 the Old West Regional Commission (OWRC), which was established to stimulate the economy of the region, approved a program to supplement the basic grants provided to be used for any development projects that were eligible for use of Land and Water Conservation Fund dollars. The Parks Division of the Department of Fish and Game was given the responsibility of administering the OWRC supplemental grants program in Montana.

Each of the five Old West states were allocated supplemental grant monies equal to ten percent of their annual apportionment from the Land and Water Conservation fund. Montana received \$197,067 from the OWRC in fiscal 1978.

In 1978, OWRC dollars, in Montana, were handled identically to the way Land and Water Conservation Fund dollars were handled. Figure 3 lists the state projects receiving Old West Regional Commission grants.



Figure 3. OWRC Projects

<u>Sponsor</u>	<u>Project</u>	<u>OWRC Dollars</u>
State of Montana	Heritage State Park (multi purpose park development)	\$54,838.00
	Cooney SRA (site improvements)	91,129.00
	Capitol Park Complex (development of public park on capitol grounds)	51,100.00

### Snowmobile Program

In 1977 two laws were passed affecting Montana's Snowmobile Program. Legislation which had been enacted 1973 was amended and expanded to permit use of fees collected for operation, maintenance, safety and education as well as the development and enforcement provided for in 1973.

A second law was enacted in 1977 which set aside three-tenths of one percent of Montana's "distributors gasoline tax" for development, operation and maintenance of public snowmobiling facilities and for promoting snowmobile safety.

Grooming projects in 1978 that were a result of the state's snowmobile program were located near West Yellowstone, Cooke City, Lincoln, South of Big Timber and Missoula.



*Large snow mounds, called moguls are created when many snowmobiles use the same trail. Grooming is necessary so that man and machine can travel in comfort (graphics: Vern Craig).*

Examples of parking areas which were developed in 1978 can be found on the West Fork of the Bitterroot north of Darby, Mill Creek of the Yellowstone and the Boulder River south of Big Timber.

Road and parking area plowing during the 77-78 season took place in the Helena, Dillon, Garnet, Teton Pass and Darby areas.

#### New Legislation and other Responsibilities

The legislature did not meet during fiscal year 1977-1978. However, laws passed in early 1977 and in previous sessions were being tested, enforced and evaluated. Two laws which may have some impacts on the future parks system are the coal tax and the Golden Years Pass.

History of the Coal Tax -- The 44th State Legislature in 1975 earmarked a portion of the coal severance tax revenue for the acquisition of park lands described under 62-304 R.C.M. This legislation (84-1309.1 R.C.M.) earmarked 1½% of the coal tax revenue for park acquisition collected through June 30, 1979. It also earmarked another 1½% collected through June 30, 1979 to be placed in a trust and legacy account of which only the interest can be spent. (A constitutional amendment changed the allocation formula by earmarking 25% of the coal tax revenue to a permanent trust in 1977 and another 25% beginning July 1, 1979). The amount distributed to each of the state parks accounts as of December 31, 1978 was approximately \$1,375,000 excluding interest.

As of July 1, 1979, 5% of the coal tax revenue which is not set aside for the permanent 50% trust will be earmarked for the Trust and Legacy Account replacing the previous percentages. Only the interest accrued from the Parks Trust and Legacy Account may be expended after July 1, 1979. Also the 1977 legislature authorized an amendment to the coal tax allowing expenditures for managing areas acquired under this authority as units of the state park system in order to make them usable by the public. All expenditures must be authorized by the legislature.

Golden Years Pass -- House Bill 644 entitled "An Act Establishing a Montana State Golden Years Pass which allows senior citizens to enter state parks, recreation areas and fishing access sites for a nominal administrative fee" was signed by the governor and became law on July 1, 1977.

The law allows any Montana resident who is 65 years of age or older to purchase a Montana State Golden Years Pass for \$1 which, when attached to his or her vehicle, allows the passengers of that vehicle to camp free in Montana state parks, recreation areas and fishing access sites. This pass is valid for the lifetime of the individual.

The pass was not available for distribution during the summer of 1977, but early returns from the summer of 1978 indicate that so far, relatively few have been sold. The reasons for this are not clear at this time.

## Fiscal Year 1977-1978 Activities

### Planning

The Department of Fish and Game is the state agency responsible for the maintenance of the Statewide Comprehensive Outdoor Recreation Plan (SCORP). In March, 1978, the SCORP covering the period through 1983 was finished and approved by the Governor and Heritage Conservation and Recreation Service and received the endorsement of the U.S. Fish and Wildlife Service. The newly adopted plan combines for the first time fish, wildlife and park resources into a single "strategic plan" for the Department's immediate future.

Also completed in March, 1978, was Vol. 2 of SCORP, the "Outdoor Recreation Inventory." The inventory lists all known public and private outdoor recreation programs and facilities in the state other than those in urban areas. This information was simultaneously presented in map form for inclusion on county land use maps being developed under the guidance of the Montana Department of Community Affairs. Work on up-date and revision of the urban recreation facility inventory was begun. Also work was begun on a directory of recreational programs for handicapped children in Montana.

Other planning projects undertaken during 1977-1978 included:

Chairing the Recreation Ad Hoc Work Group of the Missouri River Basin Level B Study.

Attending planning seminars on off-road vehicles in Utah and Snowmobiles in South Dakota.

Writing a description of the State Land Recreation Inventory System.

Employing a draftsman under the federal Comprehensive Employment Training Act (CETA) program to map recreation sites and snowmobile trails.

WE GIVE YOU GUYS \$65,000<sup>00</sup>  
AND 18 MONTHS AND ALL YOU  
CAN TELL US IS THAT "TREES  
ARE NICE"



## Design and Construction

During fiscal year 1978, thirty-six sites within the state park system were improved under the long-range building program. Planning and construction activities were underway for improvements at sixty-three other sites within the system.

The division is also actively pursuing the management planning of recent major acquisitions to assure multiple recreational use of these properties balancing the needs of the wildlife which inhabit these areas, and the needs of the people who will use them.

Also worthy of note are several projects where cooperation and involvement with the public and many agencies has been or will be significant if not crucial to the success of our efforts. These include projects at Giant Springs/Heritage SP, Natural Bridge SM, Salmon and Placid Lakes SRA's, Cooney SRA, Powder River Depot SM, Lost Creek SP, Martinsdale Reservoir, and Black Sandy on Hauser Lake.



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Construction Projects, 1977-1978 fiscal year--

<u>Site</u>	<u>Project</u>	<u>Cost</u>
Bearpaw Reservoir FAS	Road Improvement	\$ 12,000.00
Cobblestone FAS	Road Improvement	24,000.00
Eight Mile Ford FAS	Road Improvement	15,000.00
Elk Island FAS	Road Improvement	28,000.00
Fairweather FAS	Road Improvement	13,000.00
Forest Grove FAS	Road Improvement & Ramp	14,000.00
Gallatin Forks FAS	Road Improvement	6,000.00
Gartside Reservoir FAS	Irrigation	10,000.00
Hell Creek SRA	Boat Ramp	10,000.00
Kelly Island FAS	Road & Ramp	20,000.00
James Kipp SRA	Caretaker-Admin. Site	11,000.00
Kokanee Bend FAS	Road Improvement	16,000.00
Lower Carter Pond FAS	Fencing	1,500.00
Upper Carter Pond FAS	Road Improvement	4,000.00
Maidenrock FAS	Fencing	7,500.00
Nelson Reservoir SRA	Boat Ramp	7,500.00
Poker Joe FAS	fence & Parking	3,500.00
Rock Creek SRA	Shelters	7,500.00
Seven Sisters FAS	Road Improvement	8,000.00
Sluice Boxes SM	Parking & Fence	15,000.00
Sportsmans Bridge FAS	Road Improvement	7,000.00
Teakettle FAS	Road Improvement	12,000.00
Tetrault Lake FAS	Road Improvement	8,000.00
Valley Garden FAS	Road Improvement	8,000.00
Varney Bridge FAS	Road Improvement & Ramp	15,000.00
Lewis & Clark Caverns SP	Interpretation & Misc. Improvements	124,000.00
Pictograph Cave SP	Water System Improvement	8,500.00
*Heritage Park SP	Creative Play & Road Improvement	150,000.00
Natural Bridge SM	Foot-trail & Interp.	36,000.00
Plenty Coups SM	Roof Repair	15,500.00
Fish & Game Headquarters	Paving & Landscaping	150,000.00
White Earth SRA	Latrine	5,000.00
Giant Springs SP	Heating	1,500.00
Hellgate Phase II SRA	Landscaping & Misc.	56,000.00
Hellgate Phase I SRA	Roads, Utilities, Comfort Station	174,000.00
Deadmans Basin SRA	Breakwater	1,200.00

\* Includes Acquisition Costs

Construction projects currently in the planning stages--

Teakettle FAS	Lone Pine SP
Brickyard FAS	Logan SRA
Petty Creek FAS	Big Arm SRA
Cameron Bridge FAS	Wayfarers SRA
Drouillard FAS	Bannack SP
Pipe Organ FAS	Plenty Coups SM
Buffalo Mirage FAS	Scooter Bay SRA
Boulder Forks FAS	Kims Marina
Pelican FAS	Goose Bay Marina
Gartside FAS	Hellgate SRA
Far West FAS	Heritage SP
Martinsdale RES. FAS	Jo Bonner SRA
Willow Creek RES. FAS	Black Sandy SRA
California Creek Snowmobile Access	Blackbird FAS
Placid Lake SRA	Fort Peck Dredge Cuts FAS
Salmon Lake SRA	Harrison Lake FAS
Natural Bridge SM	Arod Lake FAS
Chinaman's SRA	Maidenrock FAS
Cooney RES SRA	Bean Lake FAS
Beartooth SRA	Pishkun Reservoir FAS
West Shore SP	Carters Bridge FAS
Lambeth SRA	Chicory FAS
Lost Creek SP	Kohrs Bend FAS
Whitefish River FAS	Swartz Creek FAS
Powder River Depot SM	Harper Lake FAS
Fort Owen SM	Harry Morgan FAS
Lewis & Clark Caverns SP	Toston FAS
Roche Juane SRA	Selkirk FAS
Makoshika SP	Itch-Kep-Pe FAS
Deadmans Basin SRA	Rookery SRA
Yellow Bay SRA	Twelve Mile Dam FAS
	Painted Rocks SRA

Other Bureau activities completed during the fiscal year--

Rookery SRA Management Plan  
Archaeological Survey Contracts  
Traffic Counter Program  
Several Brochures

Operations and Maintenance

Fiscal year activities -- as a result of department reorganization in May, 1977, the Recreation and Parks Division recommended name changes which became operative at the beginning of the fiscal year. The division became the Parks Division and the Design and Development Bureau became the Design and Construction Bureau.

Camping and tour fees remained at their current levels this fiscal year of \$1 or \$2 per night and \$10 per season for camping, and \$1 for adults and 50¢ for children for Lewis and Clark Caverns tours. However, increasing inflation and maintenance costs have caused us to begin studying and reevaluating these charges.



Major activities throughout the state this fiscal year included the following:

Region 1. Traffic counters have been installed at many sites and boat docks were constructed for several sites. To save energy and reduce costs park lighting was reduced where feasible.

Region 2. Several traffic counters were also installed in this region. We prepared environmental impact statements for the Salmon and Placid Lakes donation by Champion International Corporation. A user study of the upper Clark Fork River basin was initiated on contract with a University of Montana graduate student to gather basic data for minimum water flow criteria.

Region 3. A full-time park manager is now stationed at Canyon Ferry Reservoir. This increased management emphasis has helped with law enforcement, cabin site management and development projects. Sites on the west shore of the reservoir were closed to overnight camping and facilities converted to day use only. Restoration work continued at Bannack SP and much attention was given to Missouri Headwaters SP and snowmobile facilities.

Region 4. At Giant Springs SP a night closure was tried in an effort to control vandalism and criminal mischief. The Blaine County Historical Society and Appaloosa Club, Inc. received assistance from Region Four personnel in organizing the last leg of the Chief Joseph Trail Ride and the centennial commemoration of the Chief Joseph Battle. The trail ride began at James Kipp State Recreation Area and ended at the Chief Joseph Battlefield with 354 riders participating. The commemoration was well attended by several hundred people in addition to the trail riders.

Region 5. "Pack-in pack-out" garbage service continues to be relied upon in many areas. Legal access to the Big Horn River on the Crow Indian Reservation remains a problem for fisherman. The trails at Natural Bridge SM have provided needed recreational access. Chief Plenty Coups museum hosted a regional meeting in July, 1977, as well as many school tours in the spring of 1978. However, visitation was way down during May and June, 1978, as floods washed away bridges on the access roads from Billings.

Regions 6 & 7. To help defray the spiraling costs of park maintenance, the use of YCC and YACC labor was pioneered in Region 6 and 7 this past summer. Park projects included Makoshika, East and West Rosebud, South Sandstone, Medicine Rocks, Fallon Bridge, Branum and Gartside. It is expected this free labor will be used to a fuller extent in the future. Several parks personnel enrolled in the ex-officio training program. Hopefully these new duties will help the park law enforcement program. In an effort to control vandalism at the park, we proposed to close Makoshika SP at night by locking a gate. This was protested by local residents who as an alternative have offered to assist us in implementing another approach. Meetings were held at the local college and high schools in Glendive in an effort to gain cooperation and identify other approaches to vandalism control. Also, in the spring of 1978 a major slump closed the access road to Makoshika and since that time the park has only been open intermittently as much as temporary repairs will permit.

Several personnel changes occurred during the fiscal year. Bob McKenna transferred from Civil Engineer in Helena to Park Manager III at Canyon Ferry Reservoir on July 18, 1977. Tom Campbell was promoted to Civil Engineer II on July 18, 1977. Rich Misplon was hired as Civil Engineer in Helena on October 24, 1977, and Ken Salo on January 16, 1978. Also, Walt Anderson was hired as a draftsman in Helena under a federal CETA contract.

A personnel chart showing the Parks Division as of June 30, 1978 is shown in figure 4.

The secretarial staff also changed considerably during the year. Aggie Wismer was promoted to a Clerk-Typist III on July 23, 1977. Carol Russell transferred to the Director's Office on October 24, 1977. Pat Rutherford was hired part-time on October 11, 1977 and Pam Crocker was hired to fill Carol Russell's position. Henrietta Moseley left on June 30, 1978 and a hiring freeze did not allow us to fill that position.

Funding Sources and Expenditures -- Operations and maintenance funding for the Division's activities comes from several sources as shown below and in the chart in figure 5. This year's financial statement is given in a "program" format, unlike last fiscal year. The reason for this is that a program budgeting concept was used for legislative appropriations during this biennium.

The Department was appropriated funds for the implementation of four programs, (ie. Fish, Wildlife, Parks and Administration). All of the Department's organizational divisions contributed to the implementation of one or more of these functional programs. Therefore all effort on "Parks" activities from all participating Divisions are reflected in this year's chart (fig. 5). The Parks Division's share of this activity amounted to \$1,419,886. This chart reflects operations activities only. No capital expenditures are included.

Problems and Opportunities -- Management of the Blackfoot River Corridor continues to provide public access to the river through private lands, public lands and quasi-public lands which otherwise would not have been available. This was accomplished through the cooperative efforts of Missoula County, Champion International Corporation, private landowners, The Nature Conservancy, Heritage Conservation and Recreation Service (formerly Bureau of Outdoor Recreation), Department of Fish and Game and other state agencies. This effort is unique in the nation and has substantially demonstrated that it is a workable alternative to the creation of wild and scenic rivers. Coordination was also undertaken on the Smith River in central Montana.

While law enforcement efforts to improve the compliance with public use regulations at state park system sites has been intensified and have greatly benefited recreationists, adequate enforcement of parks regulations must still be considered the number one field problem facing the parks program. Outstanding progress was made in the spring and summer of 1978 when special enforcement patrols were assigned to Canyon Ferry. Additional law enforcement emphasis in the Flathead Region has also contributed to a more pleasant park experience for visitors to those sites. However, on a statewide basis, including these sites, more frequent presence of uniformed officers at park system sites is desperately needed to protect the sites from abuse and to assure recreationists a safe, pleasant visit.



Figure 4. Parks Division  
Personnel Chart June 30, 1978

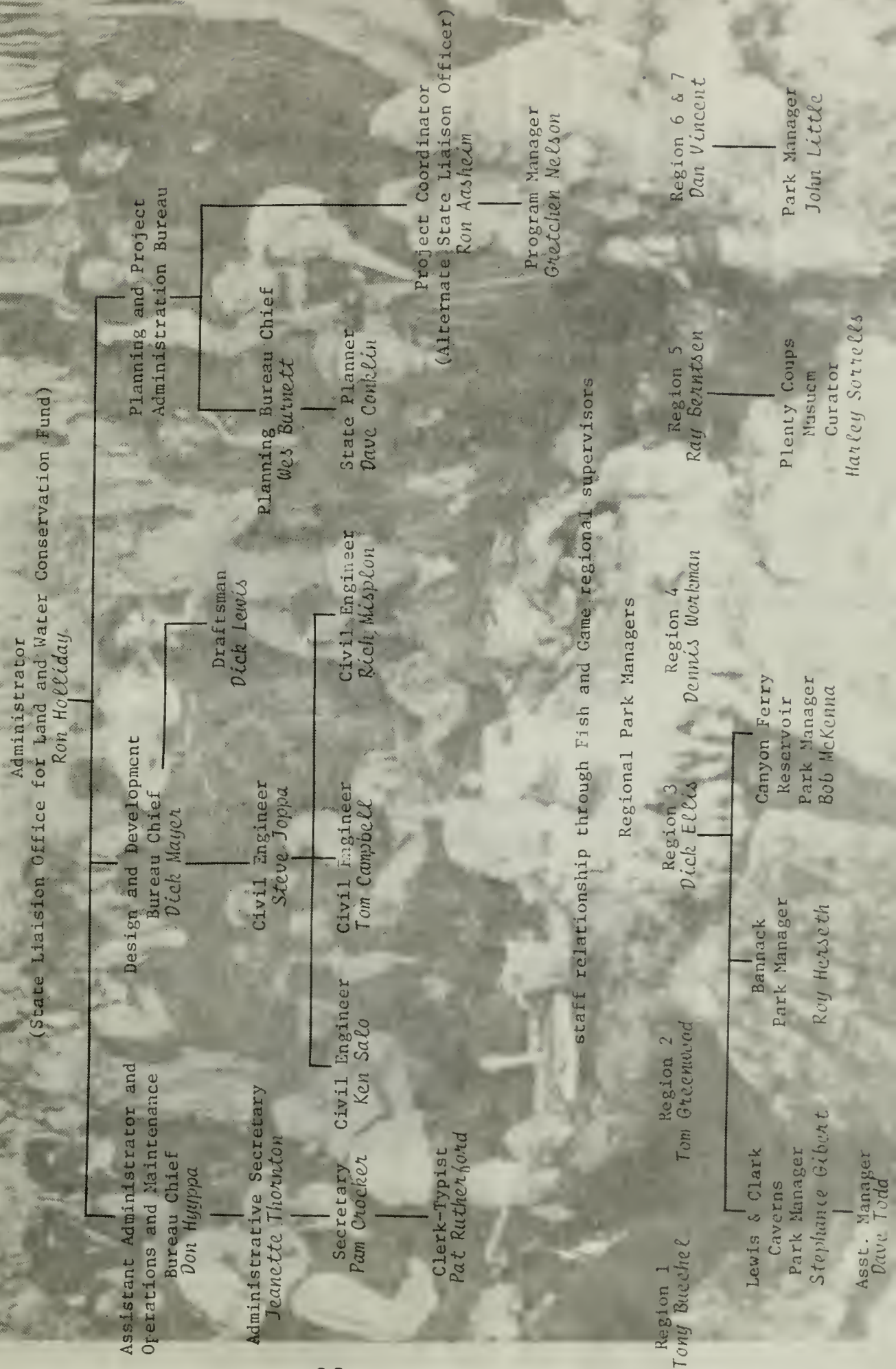
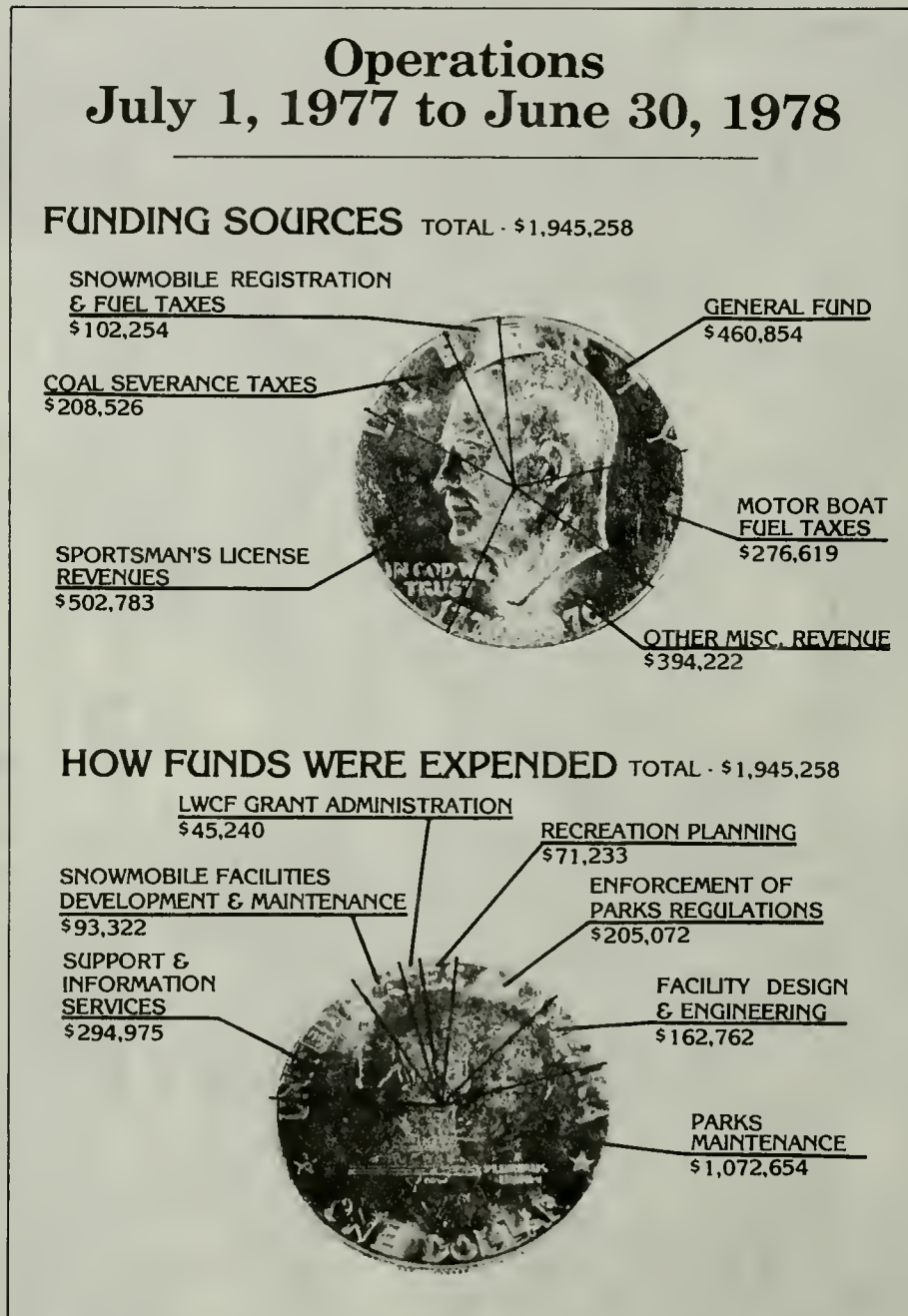


Figure 5. Parks Operations and Maintenance Funding Sources.





In fiscal 1978 the Office of Budget and Program Planning streamlined and improved the Executive Planning Process. This is resulted in meaningful, relevant processes for identifying the department's needs and priorities. However, additional progress could be made if the Long Range Building Program and the Executive Planning Process could be more closely correlated so that efforts to provide planning for these two activities do not overlap and so that the very real relationship between the Capital Program and Operations Program can be easily recognized and identified. More effort should be made at the cabinet level to insure that this process is given a chance to work under the circumstance of budget restrictions as well as expansion.

Recommendations for program improvement -- While the Parks Division is adequately funded at present to meet most of its responsibilities our constantly expanding system together with new and increasing recreational activities are straining traditional revenue sources. The provision of alternate funding sources to relieve our use of the state general fund continues to be a very high priority need. Present funding sources do not adequately provide activities or facilities for various recreational users outside of existing state park system areas. Adequate funds for an array of uses and users must be found if the Parks Division is to serve more than a select number of user groups.

A state outdoor recreation and tourism policy should be developed and implemented at the cabinet level in order to coordinate state action.

The Department has had responsibilities for conservation and management of Montana's scientific, cultural and recreational resources for over thirteen years. Responsibility for nongame wildlife management has also been mandated by the state legislature. To accurately portray the Department's full mission, the Department, the Fish and Game Commission and the Governor are asking the 46th Legislative Assembly to change the Department's name to "Fish, Wildlife and Parks".

The Parks Division also has undertaken cooperative efforts with many agencies and organizations where a solitary effort would not produce the kinds of recreational opportunities needed. Results of these efforts are becoming evident at Heritage Park in Great Falls, Natural Bridge State Monument on the Boulder River, Salmon and Placid Lakes, Cooney Reservoir, Black Sandy on Hauser Lake and Martinsdale Reservoir.



*Gretchen Nelson answers a question  
about park development costs*

Fiscal Year 1977-1978 Publications--Listed below are the major publications completed by Parks Division through June 30, 1978:

G. Wesley Burnett. "The State Land Trust, Its Retention or Elimination." The Journal of Range Management, Vol. 31 (2), March, 1978, pp 154-155.

\_\_\_\_\_. "Montana State Lands: Their Nature and Prospect." Western Wildlands, Vol. 4 (3), Winter, 1978, pp. 10-17.

David G. Conklin and G. Wesley Burnett. "Montana State Trust Land Inventory" Planning Notes, Heritage Conservation and Recreation Service, Mid-Continent Regional Office, Denver, Colorado. June, 1978, pp 3-7.

Montana Department of Fish and Game, Parks Division. 1978 Montana Statewide Comprehensive Outdoor Recreation Plan. Volume 2. "Outdoor Recreation Inventory." Helena: Montana Department of Fish and Game, March, 1978. 167 pp.

\_\_\_\_\_. "Strategic Plan for the Montana State Park Program." In Montana Fish and Game Department, Montana Statewide Comprehensive Outdoor Recreation Plan, A Strategic Plan for the Protection, Perpetuation and Use of Montana's Wildlife, Fish and Recreational Resources. Helena: Montana Department of Fish and Game, March 1, 1978. 100 pp.

\_\_\_\_\_. Montana Snowmobile Registration Fee Expenditure Report. Helena: Montana Department of Fish and Game, February, 1977.

\_\_\_\_\_. Welcome to Your Land. Helena; Montana Department of Fish and Game, May, 1977.

\_\_\_\_\_. Wild Horse Island Preliminary Environmental Review. Helena: Montana Department of Fish and Game, August, 1977, 22 pp.

\_\_\_\_\_. Headwaters Herald. Helena: Montana Department of Fish and Game, September, 1977, 4 pp.

\_\_\_\_\_. Rookery Management Plan. Helena: Montana Department of Fish and Game, December 15, 1977.

\_\_\_\_\_. Placid Lake State Recreation Area: Draft Environmental Impact Statement and Development Plan. Helena: Montana Department of Fish and Game, February 24, 1978, 34 pp.

\_\_\_\_\_. Makoshika State Park. Helena: Montana Department of Fish and Game, February, 1978.

\_\_\_\_\_. Lewis and Clark Caverns State Park. Helena: Montana Department of Fish and Game, February, 1978.



\_\_\_\_\_. What is Happening to the Land and Water Conservation Fund? Helena: Montana Department of Fish and Game, June, 1978.

\_\_\_\_\_. Mount Haggin State Recreation Area Management Plan. Helena: Montana Department of Fish and Game, June 30, 1978, 7 pp.

Exibigraphics. Self-Guided Nature Trail: Lewis and Clark Caverns State Park. Salt Lake City, Utah. June, 1978.



"Two dollars!!? Do you think I'm *made* of money?!!





